

REGIONAL PLAN
FOR
THE MACKENZIE DELTA

MACKENZIE VALLEY PIPELINE INQUIRY
EXHIBIT NO. CCV A E Feb 12/76
Inuvik N.W.T.
Commission Counsel

EVIDENCE PRESENTED TO THE MACKENZIE VALLEY
PIPELINE INQUIRY BY:

A. B. YATES,
Director,
Northern Policy and Program
Planning Branch,
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Government of the N.W.T.

February 6, 1976.

REGIONAL PLANNING IN THE MACKENZIE DELTA

Question: What are the responsibilities of the witnesses relative to regional planning in the Mackenzie Delta?

Answer: The witnesses are co-chairmen of the Federal-Territorial Regional Planning Committee for the Mackenzie Delta. This Committee is part of the system of committees known as the Advisory Committee on Northern Development which reports to the Minister of Indian Affairs and Northern Development. The Committee was established early in 1975 and met for the first time in April, 1975. A list of the current membership is attached.

Question: What is the background to this initiative?

Answer: The Department of Indian Affairs and Northern Development and the Government of the NWT have been involved in planning in the North for many years. Planning has been required for the many existing communities, for those undergoing substantial expansion such as Yellowknife, and for completely new communities such as Inuvik. On a broader scale, planning has been required in the fields of transportation, communications, health, education and so on. Both the Federal and the Territorial Governments have been involved. At the same time, local consultation has been an important element in these planning efforts. In the case of the Mackenzie Delta,

however, because of the duration, scope and extent of possible local impacts of proposed oil and gas developments, it became apparent that particular efforts were required for integrated planning and community participation. DIAND and the GNWT each made policy commitments to the regional planning approach for the Delta with a view possibly to extending this experience to elsewhere in the NWT. The effort carries a high priority at both levels of government.

Question: On what basis were the boundaries of the Mackenzie Delta Region defined?

Answer: The Mackenzie Delta Region, for purposes of preparing a regional plan, was defined to include the five communities of Aklavik, Arctic Red River, Fort McPherson, Inuvik and Tuktoyaktuk. This particular region was chosen because it is likely to be the region of most intense oil and gas development activity and is likely to be the area of greatest impact. This is not to say that there will be no impact in other communities in the Mackenzie Valley or that no planning is required there. Indeed, serious consideration is being given to ways in which a comprehensive planning framework might be instituted in other regions of the Northwest Territories.

Question: What is regional planning?

Answer: Planning is a process through which people make use of whatever tools or instruments available to them to achieve their goals and objectives. For example,



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communities often have town plans which indicate the sort of community the people would like to have in the future and what will be done to reach that objective. Town plans frequently indicate to what level the people wish the community to grow, what kind of jobs they would like to have in the future, where new industry or new houses should be situated, what steps the community is going to take to attract certain things that are wanted and to discourage unwanted things. Regional planning is simply an extension of this idea to an area which includes more than one community and to the area between communities.

The characteristics of regional planning generally are:

- a) an opportunity for community participation in the planning process. Bringing the planning activities together facilitates contact between community groups and planners;
- b) to provide a focus for planning, where planning activity already exists but is diffused among a number of departments and levels of government. In these circumstances regional planning provides an umbrella to integrate planning activities and ensure that planning is comprehensive;
- c) to provide planners and community groups with an overview of planning activity at each point in time. This allows planning to proceed in an initiative rather than a reactive manner.

Question: What is the product of this regional planning?

Answer: Regional planning as contemplated by the Department of Indian Affairs and Northern Development and the

Territorial Government should be seen as a process of interaction between elected officials, government planners, administrators of government programs and the people in the region to achieve a balanced plan for future economic and social development. The purpose of creating a local regional planning committee is to provide a focus for local input to the plan and not to introduce a new layer of government: its role is advisory and not legislative. The objective is to produce a written plan for economic development activities, employment for local people, provision of government infrastructure and social services, management of land use, maintenance of community values, and so forth. However, it is seen as a continuing process and any plan must be flexible and responsive to changes as circumstances warrant, taking into account the views of all who are involved in the process. Any overall plan proposed by government planners will be subject to change to take into account the views of various interest groups looking at the plan as a whole.

Question: What has been done to institute this process in the Mackenzie Delta?

Answer: The first step was the creation of the Federal-Territorial Regional Planning Committee for the Mackenzie Delta. At the first of three meetings of this committee, highest priority was placed on forming an advisory committee of representatives of Delta communities. Attached is a chart showing the organization structure of the process as it now exists.

In creating the organizational context for Regional Planning a number of factors were taken into account. First there was the division of responsibility between the Federal and Northwest Territories Governments. For example, while most aspects of social and local economic planning are undertaken by the Northwest Territories Government, responsibility for transportation, communication and land use planning rests primarily with Federal Government departments. While it is the function of the Advisory Committee on Northern Development (ACND) to bring these together, it was outside the operational framework of the ACND to do so on a day to day basis. Regional Planning provides an organizational framework within which this can be achieved.

There are three committees involved in development of the Mackenzie Delta Regional Plan:

- the Federal-Territorial Regional Planning Committee (FTRPC)
- the Territorial Regional Planning Committee (TRPC)
- the Advisory Regional Planning Committee (RPC).

The first of these, the Federal-Territorial Regional Planning Committee, is co-chaired by DIAND and the Government of the Northwest Territories. As can be seen on the chart, membership consists of representatives from the departments concerned of the Government of the Northwest Territories and a number of Federal departments. The function of this Committee is to direct the preparation of development plan to cope with the impact of development triggered by oil and gas development in a manner consistent with Federal and Territorial Government objectives and priorities.

The Territorial Regional Planning Committee is comprised of representatives from departments of the Territorial Government - Social Development, Economic Development, Education, Local Government and Natural and Cultural Affairs - as well as the Assistant Regional Director in Inuvik. Its function is to co-ordinate planning within the Territorial Government.

The Regional Planning Committee acts in an advisory capacity to the Federal-Territorial Regional Planning Committee, providing a basis for local input and feedback to the Regional Planning process. This Committee is still in the early stages of development and has undergone some changes in structure since its inception. Initially the committee consisted of one representative nominated from the elected councils of each of the five Delta communities plus ex-officio members from the Territorial Council, the Committee for Original People's Entitlement (C.O.P.E.), the Indian Brotherhood and the Metis Association of the Northwest Territories. As a result of recent discussion, the Committee in consultation with the Government have indicated a desire to increase community representation from one to two, to be chosen in a manner to be decided independently by each community. Although the ex-officio members have no vote, they participate in all Regional Planning Committee meetings and discussions.

The Regional Planning Committee currently has one full time staff position (as yet unfilled) to be located in Inuvik and an annual budget of \$55,000.00 is broken down as follows:

Staff salaries and benefits	\$35,000.00
Office and equipment rental	5,000.00
Staff travel	5,000.00
Association travel and honourariums	10,000.00
	\$55,000.00

Question: Why does the Regional Planning Committee not have decision-making power?

Answer: The Regional Planning Committee has not been established as a new tier of government, but rather to provide a mechanism for the examination of planning alternatives by local people and a focus for local input. As such, the responsibility for making decisions remains unchanged, although the quality of these decisions is expected to be improved as a result of the broader input and more comprehensive examination of alternatives available to decision-makers through Regional Planning.

Question: What work has been undertaken within this organizational structure?

Answer: Regional planning for the Mackenzie Delta takes as its starting point two basically different planning scenarios. One envisages extensive oil and gas development including gas plants, a gas pipeline, continuing seismic and exploration activity, a possible oil pipeline and related infrastructure development. Another scenario envisages no oil and gas development over the planning period.

Major factors which determine which scenario will be realized in the Mackenzie Delta are questions of national policy and, as such, are not within the scope of the regional plan. However, because the possibility of a pipeline is very real and the potential impacts of such developments are great, primary attention, in the early stages, has been focused on the situations which occur if there were to be a pipeline.

Oil and gas developments proposed for the Delta, if they are adopted, will present difficult choices for planners and residents of the region. To begin, fundamental trade-offs exist in realizing the objectives of maximizing benefits and the minimizing of social disruptions. This could involve major decisions concerning infrastructure investment such as expansion of Inuvik, development of port facilities on the Arctic coast, the siting and construction of airports and roads in the region and the extension of communications facilities. In addition, planning will be required to determine how and to what extent local industry should be encouraged, how social services should be extended and what demands will be made on the education system. At the same time questions may arise concerning the development of resources other than oil and gas in the region, and in preserving options for pursuit of traditional hunting, fishing and trapping activities.

Staff work on preparing a regional development plan began in mid-1975, with the identification of proposed developments in the Delta Region and the scope for varying their socio-economic impact on the people of the region. Early work concentrated on

isolating possible combinations of events (which, for convenience, have been called options) which would result in a range of possible impacts.

In addition, attention was focused on preparing the data base including such matters as existing infrastructure capacity, school enrollment, present government plan to increase capacity and so on.

Combinations of events corresponding to four general levels of impact were identified and discussed.

At the same time, contact was made by the Government of the Northwest Territories Department of Local Government with the community councils of the five communities of the Delta to establish a local regional planning committee which would serve as a focus for obtaining local input to the plan. This committee met for the first time in November and chose to invite the Committee for Original People's Entitlement and the Indian Brotherhood of the Northwest Territories to join the committee as ex-officio members. Also, at this first meeting, committee members were presented with some of the staff papers which had previously been considered, strictly for discussion purposes, by the Federal-Territorial Regional Planning Committee. Shortly after, some members of the local committee, accompanied by some staff from the Committee for Original People's Entitlement, the Government of the Northwest Territories and DIAND, travelled to Alaska to consider at first hand, the impact of the Alyeska Pipeline Project. In January, regional planning staff from the Government of the Northwest Territories and DIAND, at the request of the Regional Planning Committee in the Delta, made a presentation in

each community based on some of the staff work which had been passed to the Regional Planning Committee.

Question: What particular studies are being done?

Answer: Over the period since mid-1975 when staff work by both Territorial and Federal Government departments was put in hand, a number of studies have been undertaken.

In the transport and communications areas, inventories of existing facilities have been completed, and work is in hand to examine the implications in terms of infrastructure requirements for various combinations of events. Similarly in the social development and education areas, inventories of existing programs and facilities are now complete with work underway to examine the implications of the combination of events. Work on land use has concentrated on identifying, from existing land use information maps and other sources, present land uses and terrain sensitivity in the Region. At the same time, the Region's economic capability has been inventoried and alternative programs for economic development are being studied. Paralleling this, an examination of energy requirements in the region has been undertaken which will serve as a basis for an overall study of how energy should be supplied to the Region.

Finally, demographic and employment projection models have been developed to provide a statistical backdrop for planning.

Currently, work is in hand at the Committee level to obtain general agreement regarding the suitability of the currently identified combinations of events for planning purposes, and staff work is proceeding on a broad front to assess in a general way costs and benefits associated with these combinations.

Question: What are the principal elements of the combination of events put up for comment?

Answer: Attached is a chart showing how combination of events were outlined for discussion purposes. Two of these are based on pipeline development with minimum impact and maximum impact and are not being further developed at this time. Of the remaining three combination of events, one envisages no oil and development in the period to 1985 while the other two envisage major oil and gas development with low and medium impact. The local Regional Planning Committee has also been asked to consider the various combinations of events which have been identified, not with a view to making an absolute choice between options but rather to indicate those elements of each combination of events which they would wish federal and territorial regional planning staff to explore further.

Staff work is also being developed on components of a regional plan which would reflect preferred options. A list of plan components identified so far is attached. It is important to stress that this work is for discussion purposes only and should not be construed as representing any government decisions. The very purpose of it is to provide information to the Delta communities so that they may share in shaping proposals.

Eventually, an overall plan would be drafted incorporating the components in light of advice on them from the communities. This draft plan would then form the basis for further discussions before proposals are finalized. The options selected, the components of the plan, and the overall draft plan itself will be an amalgam of various points of view, the view of the communities, of various interest groups, and of the policies of the Federal and Territorial Governments as they can be interpreted and applied in the Delta region.

To summarize, the sequence of steps in the Delta regional planning process has been:

- Phase 1: Formulate hypothetical combination of events (options) and indicate ones that are compatible with Federal and Territorial objectives for the North.
- Phase 2: Assess the relative advantages and disadvantages of these combinations of events.
- Phase 3: Evaluate the outcomes and formulate new combinations of events to reflect revealed preferences.
- Phase 4: Initiate preliminary planning for the combination of events selected in Phase 3 above.

Initially, Phases 1 to 3 were scheduled for completion by March 31, 1976. This is not a firm deadline, and it can be modified as necessary to accommodate any wishes on the part of the process. The pace, however, should be governed by the desirability of planning for potential developments far enough in advance to implement decisions so that development will be orderly and will conform with good planning.

Question: Is there a deadline for a final plan?

Answer: There will probably never be a "final" plan. Some parts of it must be decided in time to implement decisions - for example, land development in Inuvik, if needed, would require considerable lead time because of permafrost conditions. Other parts of it will remain subject to change as circumstances change.

Question: How does this relate to the Mackenzie Valley Pipeline Inquiry?

Answer: The recommendations of the Inquiry are expected to be of major importance both in influencing attitudes and in recommending specific terms and conditions to be imposed if a trunk pipeline is approved. These recommendations will be taken into account in all government regional planning for the Delta.

Question: How does the regional planning process relate to the government's consideration of the applications for proposed gas plant and gathering system facilities?

Answer: The government is reviewing these applications under a committee of the Advisory Committee on Northern Development known as the Mackenzie Delta Development Committee. Three separate groups under this committee are reviewing, first, the environmental impact; second, the technical aspects; and third,

the socio-economic impact. As well, the environmental aspects have been referred to the Environmental Assessment and Review Process of the Minister of the Environment, which has been described to the Inquiry. These reviews will result in publication of reports and will lead to the establishment of terms and conditions for any approval of the proposals. Attached is a list of materials already prepared in connection with these reviews and which have already been provided to the Mackenzie Valley Pipeline Inquiry for information.

It was recognized quite early in these reviews that it was insufficient to examine the socio-economic impact of the proposals in isolation from trunk line, exploration and other anticipated developments if a trunk line is approved. Accordingly, it was decided that the socio-economic assessment, which was assumed as a responsibility by the Government of the Northwest Territories, would be completed on a limited base, and that further consideration of the gas plant proposals would be referred to the regional planning process. The limited appraisal of the gas plant proposals is being finalized, and will be referred to the Inquiry for information as soon as it is available.

Question: What is the relationship between the regional planning process and the Territorial Council?

Answer: As noted above, the two territorial councillors from the Mackenzie Delta are ex-officio members of the Regional Planning Committee in the Delta. A

report on the process has been submitted to the Territorial Council for its consideration at the present session. Planning staff will be looking to the Territorial Council for advice on future directions which regional planning might take in the Northwest Territories.

Question: What is the relation to the settlement of native land claims?

Answer: Any proposals on a regional plan, and any decision to be taken on it later, are to be formulated on the basis that they are without prejudice to any right, title, or interest of the native people to lands in the Delta. Obviously, the management of land in the Delta will be greatly affected by the outcome of land claims negotiations to which the Government of Canada is fully committed.

It is clearly not intended that regional planning will prejudice the outcome of native land claims negotiations. But it is felt by the Federal and Territorial Governments that planning for eventualities is essential, that it should be comprehensive, and that it must involve the participation of the people of the communities of the Delta to the fullest extent to which they wish to participate.

MEMBERSHIP OF THE FEDERAL-TERRITORIAL REGIONAL
PLANNING COMMITTEE FOR THE MACKENZIE DELTA

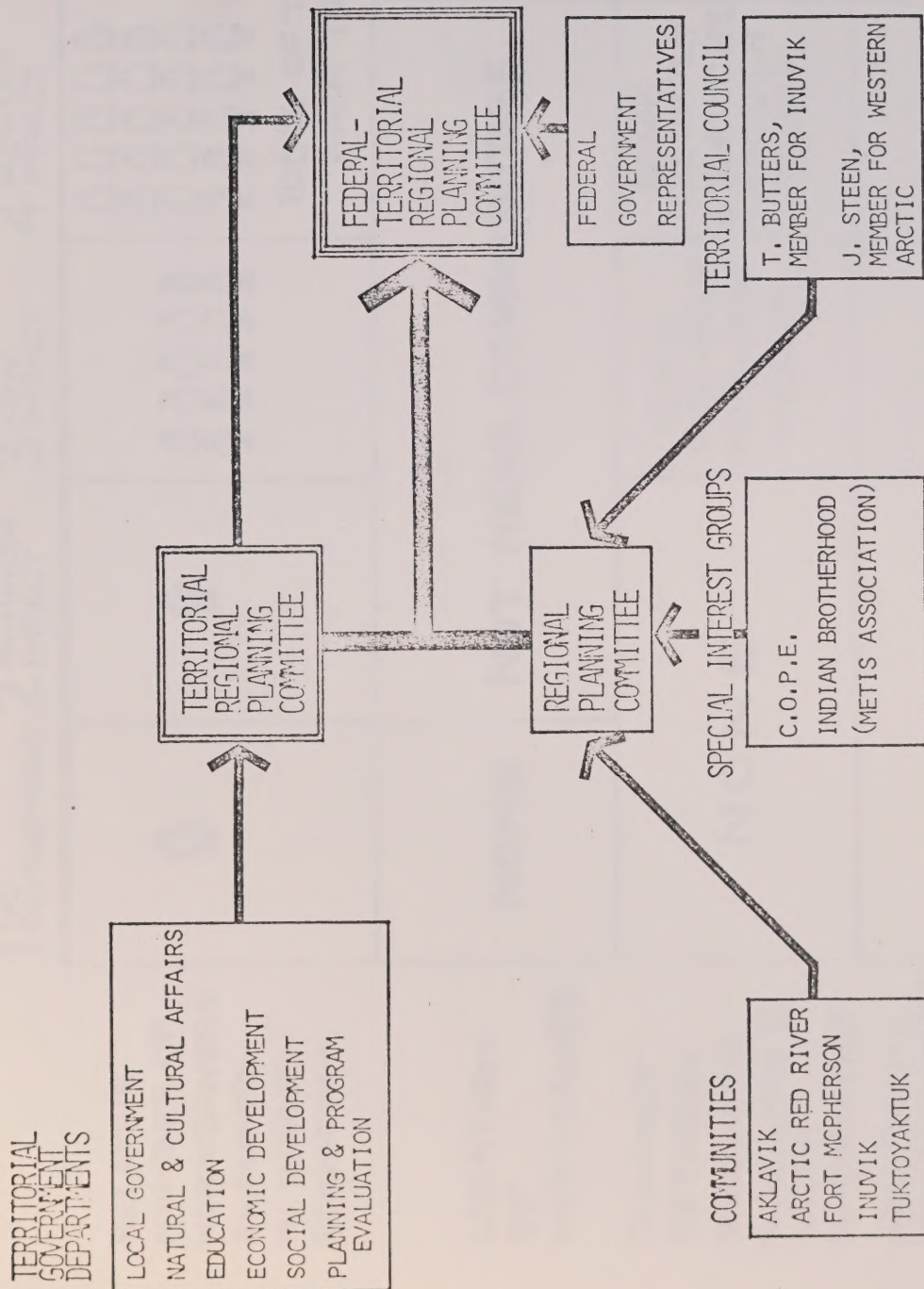
GOVERNMENT OF THE NORTHWEST TERRITORIES

1. Department of Planning and Program Evaluation
2. Department of Local Government
3. Department of Education
4. Department of Social Development
5. Department of Economic Development
6. Department of Natural and Cultural Affairs

FEDERAL DEPARTMENTS

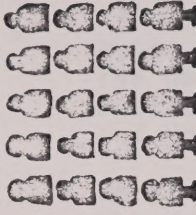
1. Department of Indian Affairs and Northern Development
2. Department of Regional Economic Expansion
3. Department of Manpower and Immigration
4. Department of Transport

MACKENZIE DELTA REGIONAL PLANNING COMMITTEE STRUCTURE



HOW DELTA COMMUNITIES WILL BE AFFECTED BY THE VARIOUS OPTIONS :

1 NO DEVELOPMENT 2 MINIMUM IMPACT 3 LOW IMPACT 4 MEDIUM IMPACT 5 HIGH IMPACT

RELATIVE NUMBER OF NORTHERNERS EMPLOYED IN WAGE ECONOMY					 100% OF THOSE WHO WANT TO WORK
LOCATION OF WORKCAMPS	NONE	NOT NEAR COMMUNITIES			NEAR COMMUN- ITIES
CONTACT BETWEEN SOUTHERN WORKERS & DELTA COMMUNITIES	NONE	SOME RESUPPLY THROUGH INUVIK			NO RESTRICTION ON MOVEMENT BETWEEN CAMPS AND COMMUNITIES
ADDITIONAL OPPORTUNITIES FOR NORTHERN BUSINESSES	NONE	MINIMUM			SOME MAXIMUM

YATES, Arthur Barry

Director, Northern Policy and Program Planning Branch,
Northern Affairs Program,
Department of Indian Affairs and Northern Development.

Education: - B.Sc. (Specialization in Engineering) from
 the University of London, England in 1952.
 Specialized courses in Civil Engineering
 and Mechanical Engineering.

 - Specialized course in Military Engineering at
 the University of Glasgow.

Previous Positions:

- (a) From 1942 to 1952, he served in the Corps of Royal Engineers of the British army. In 1950 he participated in an exchange with the Canadian armed forces, at which time he came to Canada to serve in the area of the Alaska Highway. Having reached the rank of Major, he received his discharge from the British army in 1952 for health reasons.
- (b) He emigrated to Canada in 1952 and went back to the Yukon where he stayed until 1959 working at the building and the maintenance of roads, bridges and buildings in connection with the development of the Northwest Highway System. At that time he was also the President of the Yukon Professional Engineers Association.
- (c) In 1959, he joined the Department of Northern Development in Ottawa, first as Assistant Head and then as Chief Engineer of the Northern Administration Branch. He was given the responsibility of carrying out technical projects in the Yukon, the Northwest Territories and Northern Quebec.
- (d) Having left the technical field in 1966, he continued working on northern matters as Assistant Director of the Northern Administration Branch and then as Director of the Territorial Relations Branch. In 1969 he became Director of the Northern Economic Development Branch. In 1973 he became the first Director of the new established Northern Policy and Program Planning Branch. His first two positions made him responsible for programs of education, social welfare, evolution of local government and general management in the northern Territories.

Present Position:

Director, Northern Policy and Program Planning Branch.

He is responsible for overall Northern Policy Development, for the policy and planning function of federal programs in the Territories, for the analysis of performance in relation to northern objectives and for the development of techniques for joint planning, co-ordinated execution and joint evaluation of northern programs. He also manages an extensive roads and airports development program in the Territories.

Qualifications: P.Eng. (Yukon)
M.B.I.C.
M.I.R.E.

Mr. Yates is bilingual.

ELKIN, Larry

Director, Department of Planning
and Program Evaluation,
Government of the Northwest Territories.

Education: - Bachelors Degree - Geological Engineering,
 University of Saskatchewan, 1960.

 - Graduate Diploma - Business Administration,
 University of Saskatchewan, 1962.

 - Masters Degree - Public Administration,
 Carleton University - 1969.

Previous Positions:

- (a) June 1960 to September 1961. Mining Engineer, Inca of Canada Ltd., Thompson, Manitoba.
- (b) May 1964 to May 1965. Northern Service Officer, Department of Indian Affairs & Northern Development, Ottawa. Officer in training for a community management position in the N.W.T.
- (c) May 1965 to June 1966. Area Administrator, Department of Indian Affairs & Northern Development, Coral Harbour, N.W.T. Responsible for general management and co-ordination of Departmental programs in the community.
- (d) June 1966 to May 1967. Area Administrator, Department of Indian Affairs & Northern Development, Rankin Inlet, N.W.T. Responsible for general management and co-ordination of Departmental programs in the community.
- (e) May 1967 to October 1968. Assistant Regional Administrator, Baffin Region, Department of Indian Affairs & Northern Development, Frobisher Bay, N.W.T. Responsible for assisting the Regional Administrator with the overall management and co-ordination of Departmental programs in the Baffin Region.
- (f) October 1968 to July 1969. Co-ordinator, Transfer of Responsibilities from the Department of Indian Affairs & Northern Development to the N.W.T. Government, Departmental of Indian Affairs & Northern Development, Ottawa. Responsible for planning related to the transfer of responsibilities from the Department of Indian Affairs & Northern Development to the Government of the N.W.T. in 1969.

- (g) July 1969 to September 1970. Head, Resource Conservation Western Region, National Parks Branch, Department of Indian Affairs & Northern Development, Calgary, Alberta. Responsible for policy and staff support for the Resource Conservation Program and the associated warden staff in the National Parks in the Western Region.
- (h) September 1970 to January 1972. Assistant Director, Inuvik Region, Government of the N.W.T., Inuvik, N.W.T. Responsible for assisting the Regional Administrator with the overall management and co-ordination of Departmental programs in the Inuvik Region.
- (i) January 1972 to July 1973. Chief, Program Policy and Planning Division, Executive Secretariat, Government of the N.W.T., Yellowknife, N.W.T. Responsible for undertaking planning and program evaluation research for the Executive Committee of the Territorial Government.
- (j) July 1973 to August 1975. Director, Executive Secretariat, Government of the N.W.T. Responsible for the overall management of the Department to provide advice to the Executive Committee on financial and personnel policy, general policy, program evaluation and internal audit.

Present Position:

August 1975 to present. Director, Department of Planning and Program Evaluation, Government of the N.W.T., Yellowknife, N.W.T. Responsible for the overall management of the Department to recommend the long range plans of the Territorial Government, co-ordinate short and long range planning and evaluate the effectiveness of Territorial Government Programs. In addition, the Department is responsible for the internal audit and co-ordination of Territorial Government planning for major new developments in the N.W.T.

